New Nouveau
Brunswick

Department of Labour

PROVINCIAL EMPLOYMENT DEVELOPMENT PROGRAMS

A Review and Strategy for the Early Nineties

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I. EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

This report was developed to respond to a number of specific directives made to the Department of Labour respecting provincial employment development programming. These directives covered the following areas:

- Analyze the impact of the current recessionary trend on employment development programming requirements;
- Determine the potential impact of Unemployment Insurance legislative changes on the New Brunswick labour force and develop appropriate responses to deal with these changes;
- Explore the possibility of consolidating employment development programs; and
- Develop a long-term strategy for dealing with employment development issues into the early nineties.

As requested, the Department of Labour examined the potential impact of the current recessionary trend and U.I. legislative changes on employment development programs. Following is a summary of the anticipated effects which these two factors will have on the provincial labour force.

A. RECESSIONARY TREND:

General Observations

Last summer New Brunswick's economy continued to perform well as reflected in higher employment levels over previous years while Ontario's economy weakened and its employment situation worsened.

Though Central Canada is presently in the midst of the recession, New Brunswick has yet to experience its full impact.

Expected Impacts Of The Recession On New Brunswick

- Recession will not be as severe in New Brunswick as in Central Canada;
- New Brunswick's Statistics Agency predicts that the annual average unemployment rate of 12.1 per cent in 1990 will increase to 12.2 per cent in 1991. The Department of Labour is concerned that this prediction is optimistic;
- Labour force declines could indicate more discouraged workers are no longer seeking employment;
- Industries already facing pressure due to technological and market changes will be most severely affected by recession, i.e., primary resources (specifically forestry), and fish processing;
- Recession will increase demand for services in the public, municipal and non-profit sectors;
- As the recession deepens there will be increased demand for Unemployment Insurance benefits as well as Social Assistance;

Conclusion

Latest economic forecasts indicate Central Canada will begin recovery in May 1991. However, where New Brunswick lagged going into the recession, it will subsequently lag coming out. We do not foresee recovery in New Brunswick until early fall of 1991 therefore, we expect a weaker economy next summer resulting in larger numbers of individuals exhausting their unemployment benefits who will not have their traditional seasonal employment that they depend upon to support their families. Approximately 2,200 jobs are anticipated to be displaced within the forestry and fish processing sectors.

B. U.I. LEGISLATIVE CHANGES:

Major Changes

1) More weeks of work will be required in some regions in order to qualify for U.I. benefits;
2) Reductions in the number of weeks a person can receive benefits;
3) U.I. boundaries have changed.

General Observations

- There were approximately 3,000 more people on U.I. over the course of October, November and December 1990 than occurred for the same months in 1989;

- It is conservatively estimated that this figure of 3,000 will continue to grow to between 4-5,000 before the end of February 1991.

C. IMPLICATIONS ON EMPLOYMENT PROGRAMS

- There will be pressure to provide short-term job creation initiatives in order to bridge the time from when a person has exhausted their U.I. claim while awaiting the return of cyclical or seasonal employment. Similarly, short-term employment programs may be varied to complement the required amount of weeks to qualify for U.I.;

- The more stable source for jobs during a recession would be the service sector, particularly services to business (e.g. finance, consulting, etc.), however, positive performance within other sectors such as construction should be supported (prospects for construction still look positive in New Brunswick);

- As recovery commences, support should be directed to sectors having more likelihood for permanent employment;

- Non-profit, municipal and public sectors should be our primary source of short-term jobs;

- Ongoing monitoring is required to identify changes in labour force and on specific groups (e.g. age 25-44) to initiate timely responses.

D. HIGHLIGHTS OF PROPOSED EMPLOYMENT PROGRAM STRATEGY FOR EARLY 1990'S

Guiding Principle

Employment Development programs should be client based and aimed at assisting unemployed New Brunswickers move towards permanent employment.

Operational Objectives

- Programs should be responsive and flexible to meet changing needs;
- Employment programs should be delivered cost-efficiently and be user-friendly;
- Our Employment Development Strategy will focus on creating employment opportunities in occupational groups and sectors with the greatest potential for future employability;
- Provincial employment development initiatives must be seen as an integral component of both social and economic activity;
- Allocations of employment program funds should consider labour force demographics;
- Employer base should be broadened so that employment opportunities are maximized;
- Design and delivery of employment programming initiatives should be undertaken in consultation with all interested parties;
- Every effort will be made to ensure complementarity of programming between Federal and Provincial employment development initiatives;
- To maximize employment development resource utilization over a three-year strategic period, there should be a gradual shift from full wage reimbursements, as presently is the case in the public sector, to wage subsidies as is presently done in the private sector.

Program Consolidation

The Department of Labour proposes the consolidation of our existing programs to these four:

- **Partners** - a wage subsidy program designed to stimulate permanent long-term employment;
- **Access** - a wage subsidy/wage reimbursement program designed to offer short-term work experience and maintain skills;

- **Entrepreneur** - a loan guarantee program designed to create self-employment opportunities for those wishing to start their own business; and

- **Job Experience For Tomorrow (J.E.T.)** - a wage subsidy program created to provide valuable work experience for students.

These programs are designed with a broader employer base and more flexible eligibility criteria to allow us to better meet our client's needs.

Client Targeting of Programs

Our clients are unemployed New Brunswickers, however, we feel particular groups experience more barriers to employment than others. We therefore propose targeting a portion of our program budget to the following groups: SARs, U.I. Exhaustees, Displaced Workers, Students and the Disabled.

Sub-Allocation By Regions

To ensure an equitable distribution of funds to these target groups across New Brunswick, it is proposed that funds for each target group would also be distributed by region as well.

Proposed Consultation Process

This strategy proposes that a consultation process be established with public and private sector employers as well as the various advocacy groups representing our clients. In addition to providing assistance in the design and delivery of programs, this process will contribute to evaluating the effectiveness and efficiency of our employment programs.

Financial Implications

The Department of Labour understands that the Department of Income Assistance will be submitting a proposal which may result in as much as 10 million additional dollars in 1991/92 to supply their clientele with short-term employment opportunities.

Given the negative impact of the recession and U.I. legislative changes, the Department of Labour anticipates increased demand on its employment programs to address the needs of U.I. exhaustees and displaced workers, particularly in the primary industries. The Department is requesting an additional 5.5 million

dollars in grants over current budget levels for 1991/92 to adequately meet this demand.

It is assumed that the Department of Labour will be responsible for the administration of up to 10 million dollars directed to the benefit of Income Assistance clients. This, coupled with the 5.5 million we are requesting, will necessitate an increase of 275,000 dollars and eight term positions to cover additional administration and other cost requirements.

II. INTRODUCTION

This report has been prepared to respond to a number of specific directives made to the Department of Labour respecting its provincial employment development programming. In addition, as New Brunswick enters the early nineties, there are other challenges which must be addressed if employment development initiatives are to effectively meet the changing needs of the unemployed. It is appropriate, therefore, for the Department of Labour and Government in general to be giving careful consideration to its strategy in the area of employment development at this time.

While New Brunswick has enjoyed considerable economic growth during the mid to late 1980's, the Province now finds itself impacted by a recessionary trend which is affecting the whole of the North American and world economy. During the last six months of 1990, the Canadian economy weakened considerably. High interest rates coupled with government restraint efforts to curb the deficit and introduction of the Federal Goods and Services Tax have contributed to a downturn in economic activity. Increases in oil prices and uncertainty of petroleum supplies brought on by the Persian Gulf crisis has weakened the economies of other western industrialized countries as well. In New Brunswick, strikes in the mining and pulp and paper industries and shutdowns due to slow demand for primary products are beginning to have an effect on the provincial economy.

On the labour market side, the Province has experienced some improvements in recent years, with the Province's unemployment rate declining during the period 1985 to 1988. Currently, the unemployment rate is at 12.5 percent; and while earlier economic forecasts for New Brunswick projected a slight decrease in the rate over the period 1991 to 1993, all indications now point to a slight rise in 1991 as a result of the impact of the recessionary

trend, and the G.S.T.; followed by a decrease in 1992 and 1993. There are currently 41,000 New Brunswickers seeking employment which is down by 3,000 over the same period last year.

Within the environment the Province now finds itself in, it is imperative that a realistic and responsive strategy be developed to ensure that funds directed towards the development of employment opportunities in the early 1990's be efficiently and effectively administered. This report attempts to present a framework for the development of this strategy. It presents for consideration a number of significant changes on the basis in which programming dollars are allocated. The focus for the development of programming options includes changes in administrative mechanisms and establishment of a consultative process to assist in the design and delivery of employment development initiatives. If approved, many improvements will be made at the start of the 1991-92 fiscal year, while others will be implemented as soon as they can be made during the course of the upcoming year.

To gain appreciation of the factors affecting this review exercise, it is useful to summarize the four main directives to which the Department has been requested to respond.

- **Analyze the impact of the current *recessionary trend* on the direction employment development programming should take in the early 1990's;**

  Board of Management - October, 1990

- **Investigate the potential impact of the recent *Unemployment Insurance legislative changes* on employment development programs; and if appropriate, identify specific initiatives to deal with this issue;**

  Board of Management - October, 1990

- **Prepare a Submission on the feasibility of reducing the number of different employment development programs;**

Budget Committee - February, 1990

- **The Branch must be *sufficiently flexible to react to current developments but it must also undertake long-term employment planning.***

Auditor General's Report - 1987

In addition to the specific directives listed above, there are other forces which are currently impacting on our employment development initiatives which must be considered as well if we are to provide an effective stimulus for the development of jobs in New Brunswick.

The Government's **Economic Development Strategy for New Brunswick, "Toward 2000"**, identified six basic thrusts as the cornerstone to its development policy. Four of these relate directly to employment development initiatives and provide additional direction to the Department of Labour in its current program review exercise. These thrusts are:

- **Invest in our people and their readiness for the economy of the future;**
- **Actively promote entrepreneurship and small business development;**
- **Strengthen our infrastructure and achieve the best possible climate in which to invest; and**
- **Achieve equity in regional economic development efforts.**

This economic policy document also refers to a commitment to the New Brunswick **Youth Strategy** which continues to form an important element of our employment development programming and which has recently been extended for an additional two-year period to March, 1993.

"Toward 2000" refers to an expansion of efforts to identify, educate, train, and re-train the chronically-unemployed, the disabled, and the disadvantaged so they can participate fully in the Province's economic prosperity. Together with other Departments, the Department of Labour plays a lead role in meeting these commitments. Our contribution includes operation of the **"Visible Abilities" Initiative**, and administration of the **Employment Access, Enterprise**, and **Opportunity Corps** Programs.

"Toward 2000" also outlines actions already established to actively promote entrepreneurial development and the stimulation of small businesses in every region of New Brunswick. The Department of Labour introduced its **Entrepreneur Program** in 1988 in recognition of the role self-employment can have as a viable and effective means of creating jobs. An evaluation of this program is scheduled for early 1991. The policy document identifies the Government's commitment to establish support systems that are essential to successful entrepreneurs.

Finally, **"Toward 2000"** refers to the need for equity in regional economic development. It stresses the desirability of having local input in the development and delivery process and urges greater consultation between Government Departments and cooperation with communities and the private sector in achieving economic growth.

Other factors which could influence the direction employment development programming will take into the early 1990's include: the Federal Government's new **Labour Force Development Strategy**; the Provincial **Human Resource Strategy** and its consultative efforts with the private sector under the **Human Resource Council**; the impact of the **Free Trade Agreement with the U.S.**; the move toward closer ties with our neighbours and a possible **Maritime Economic Union**; the **elimination of trade barriers and inter-provincial restrictions**; the need to **diversify the Provincial economy**, particularly in the primary sectors such as fishery, forestry and agriculture.

In addition to the above, the **Northeast Diversification Fund** will provide a significant infusion of capital to the northeast section of the Province over the next few years. **Cutbacks in Federal transfer payments** and a **continued emphasis by the Provincial Government to control its spending** have impacted on job creation initiatives. **Technological advances** and the Province's **high illiteracy rate** will continue to act as opposing forces to achieving the Government's economic development objectives.

The Comptroller's Office has just completed the first steps of a **comprehensive review of the Department of Labour's employment development programs.** Many of the preliminary findings from this review have been addressed in this review exercise.

A significant portion of our overall development budget is targeted to the provision of short-term employment opportunities for youth at risk, social assistance recipients and the chronically-unemployed. Savings realized for the Province through the Opportunity Corps Program help reduce social assistance payments. Student programs such as **J.E.T. Stream** and **Student Venture Capital**, reduce the student loan requirements for many of the students who participate in these programs.

Recognizing all of the forces now impacting on our employment development programming, the Department of Labour will attempt to address these issues through the development of a comprehensive strategy. A set of clearly stated operational objectives will guide our efforts in the early nineties. There will also be a need for continuous monitoring and evaluation of our efforts and their impacts on meeting our overall development objectives. The consultation process we propose to establish with all stakeholders will be critical in refining the future make-up of our employment development programs.

Firstly, we will attempt to review the potential impact the current recessionary trend and U.I. legislative changes may have on our labour force so that we can develop a programming strategy which will adequately address these issues.

III. IMPACT OF RECESSIONARY TREND AND UNEMPLOYMENT INSURANCE LEGISLATIVE CHANGES ON PROGRAMMING

In October 1990, the Board of Management directed the Department of Labour to consider the impact of the recessionary trend and changes to Unemployment Insurance Legislation on provincial employment development programming. The Department has thus considered these two factors in developing its employment development strategy for the next three years. One of the main thrusts of the changes we will outline in the following chapters is that the proposed improvements to our employment development programming will allow the government to deal more effectively with such factors as a recession and the impact of Bill C-21. By constantly monitoring labour market data and economic forecasts for New Brunswick and establishing an effective consultation process with our clients and those assisting us in the delivery of programs, the Department of Labour believes it can be more proactive and responsive in designing and developing programs that meet the needs of the unemployed New Brunswicker.

A. IMPACT OF RECESSIONARY TREND ON EMPLOYMENT DEVELOPMENT PROGRAMS:

Canada's economy has been in a recessionary cycle since mid-1990. Thus far, the effects of the recession have been less severe in New Brunswick than in other parts of Canada, specifically Ontario. Dramatic increases in unemployment, as have occurred in the latter, have not been seen in New Brunswick. In fact, in December 1990 the number of unemployed fell by 6.8 percent in this province over the same month in 1989. (Appendix A).

Forecasts relative to the current recession, which has just recently been declared in the United States, change regularly. Economic forecasters, including the Conference Board of Canada and the N.B. Statistics Agency, will issue revised forecasts around the end of January. Forecasts from three months ago predicted an end to the recession with commencement of a recovery in the second quarter of 1991. It is expected that new forecasts might revise that time frame to a later recovery in 1991.

Current uncertainties on the international scene add to the dilemma of predicting the economic future. The invasion of Kuwait by Iraq last summer, and the ensuing crisis in the Persian Gulf, with war involving not only the United States but Canada as well, have cast a shadow on the course of economic recovery. The immediate impact was, of course, fluctuation in the price of oil. The costs of Canada's military involvement and what impact that may have on the federal debt and on the next federal budget, are yet to be known.

Another major factor in the Canadian economy was the introduction of the Goods and Services Tax on January 1. While national economists predict a long term positive impact on the economy, the immediate inflationary effect of increases in unemployment and decreases in consumer spending will prove negative in the short and medium term. These factors are characteristic of a recessionary trend.

Forecasts included in the following are based on partial projections prepared by the N. B. Statistics Agency from their economic forecast which is made available at the end of January. This data must be considered **confidential** at this time, as well as preliminary.

The Gross Domestic Product for New Brunswick will grow by between 0.5 percent and 1.0 percent in 1991 compared to an expected final growth of 1 percent for 1990. This growth is down from what was projected in August 1990. The participation rate, the percentage of the population over age 15 which is either working or looking for work, has begun a decline which will continue into 1991. This can indicate an increase in the number of people who are in the group commonly called "discouraged workers"; those who have stopped looking for work and are convinced that their chances of finding a job are slim.

While the participation rate is expected to decline into 1991, the labour force is expected to grow by one percent over the course of the year. The annual average unemployment rate is projected to be 12.2 percent for 1991. These projections are based on labour force growth of only 1 percent. Larger increases in the labour force would increase the unemployment rate, because it is expected that labour force growth will be on the unemployed side rather than the employed. It is noteworthy that the unemployment rate for December 1990 was 12.5 percent - the average for all of 1990 is expected to be 12.1 percent.

Ontario has been much harder hit by recession thus far than New Brunswick. In fact, the number of unemployed people in Ontario increased by 47.3 per cent in December, 1990 over December, 1989. There is a very real possibility that many New Brunswickers living in Ontario who are affected by the severe loss of jobs in that province will return to this province. A survey by the Canadian Manufacturers Association in 1990 indicated that an overwhelming number of Maritimers working in Ontario would return home if jobs were available. Should New Brunswick's labour force be increased by in-migration of this sort, the unemployment rate would in all likelihood increase over the projected 1991 annual average of 12.2 per cent.

Labour force activity should be monitored carefully to identify significant changes (increases or decreases) in labour force, employment and unemployment, etc. Increases in labour force will increase the unemployment rate. Decreases in labour force can indicate more "discouraged workers", a negative sign in terms of the confidence people have in the availability of jobs.

The current recessionary cycle, combined with human resource contractions in primary resource and processing industries, will require special attention in New Brunswick. People working in the forestry and fish processing industries in particular, will become a concern. During the expansionary mid-to-late 1980's, these sectors were hit by decreased demand for workers due primarily to mechanization and declining resources and markets. In the current economic downturn, these problems will be compounded.

The current recession in New Brunswick will be different from that of 1981-82. In the earlier recession, increased consumer spending and investment played a major role in bringing about recovery. Currently, the debt load of consumers is three to four times what it was a decade ago. This means, basically, that consumers do not have the cash to "spend their way out of the recession". While this may be a negative sign, on the positive side, inventory levels are not as high as they were ten years ago, which means that many businesses will be in better financial shape to weather the down-turn.

Once recovery begins in mid to late 1991, it may take four or five quarters to achieve pre-recession levels of G.D.P. This is a longer recovery period than the previous recession which is largely due to the continued decreased spending and investment of consumers. However, a mega-project in New Brunswick such as the Fixed Link or Lepreau II would speed up the recovery process.

It has been stated that the recession should not be as severe in New Brunswick as elsewhere. By examining the relative impact on various industries and the time lag between economic down turn and impacts on employment levels from the last recession, we may get some idea of what to expect this time. Certain occurrences cannot be directly attributed to the economic cycle. For example, the modernization of pulp mills during the early and mid-80's and the commissioning of Point Lepreau in 1983 had significant impact on New Brunswick's economy. Employment levels and economic performance were affected by these factors as well as by the basic economic cycle.

During recession and early recovery, the demand for services from community groups and non-profit agencies increases. Without services from these groups, people experiencing negative economic impacts will turn to government for additional support. Community and non-profit agencies should be supported to provide needed services and to offer short term work to the unemployed which is meaningful and valuable. Projects which directly benefit minority groups and the underprivileged are of greatest importance.

Municipalities and the public sector experience greater demand for services during this period as well. These sectors are also important sources of short term employment. However, support given these agencies should not create an ongoing dependency. Projects should be geared to maintaining service level or to responding to recession-induced needs which will decrease or disappear as the economic situation improves. In addition, projects would end up benefiting a community by way of infrastructure improvements, upgrading, etc.

As recovery gets underway, particularly into the second year (1992-1993), when the manufacturing sector shows definite signs of improvement, Employment programs should be targeted towards longer term jobs. Steps can be taken to shorten the lag between employment growth and economic improvement.

Activity in the construction sector should be supported and its potential for positive performance should be maximized. Placement of the unemployed into training and employment which support this sector can have positive results. However, flooding of the labour market with construction workers should be avoided. Artificial inflation of the labour force in any sector can be negative in the extreme.

Until the results of rationalization of the forestry, fishing and fish processing industries are known, these sectors should not be targeted for employment development. This suggestion is, of course, exclusive of business diversification initiatives which support development of new products or markets. Basically, new entrants to these sectors may compound current problems government is addressing.

The service sector is still a growth sector in the economy, and should be supported throughout the recession and recovery.

In terms of occupations which may have the best long term prospects,they include; managerial, technical, professional, service and construction. Clerical occupations saw a decline in employment until two years into the last recovery, but grew significantly after that. Support of these occupations should be increased as recovery begins in order to stimulate higher employment levels earlier in the recovery. These occupations are needed to support growth in the service sector, particularly services to business.

As with the industrial sectors, primary and processing occupations may not offer the long term security which is a goal of employment development and therefore may not be areas where program support would realize maximum benefits.

As the recession deepens and until recovery is certain, the problem of people exhausting Unemployment Insurance Benefits and not securing work will increase. This problem could be significant over the next two years. With their alternatives restricted, U.I. exhaustees can be forced to become dependant on provincial income maintenance for support. Employment development initiatives should be aimed at providing opportunities for these people. It is expected that U.I. exhaustees will be a significant issue commencing in June 1991, and continuing until employment opportunities increase.

The effects of the recession on industries and on groups of workers must be monitored and modifications made to programs or targets as warranted. Currently, the group aged 25-44, in New Brunswick is still experiencing stable employment. This group represents the most stable component of the work force. Because they support families they are heavily consumption oriented. Significant employment declines in this age group would signal a worsening of the economy and also of its impact on individuals and families. It has been stated that increased consumer spending and investment can accelerate the recovery process. By maintaining employment in this age group this process can be aided as well.

During economic down turn and recovery, groups of people whose unemployment most seriously affect the socio-economic fabric and whose skills contribute to aid economic growth should be given prime consideration for job opportunities. This would include U.I. exhaustees and the 25-44 age group. For a summary of current labour force statistics please refer to Appendix CI-V.

B. BILL C-21 IMPACT ON EMPLOYMENT DEVELOPMENT PROGRAMS:

Changes in Unemployment Insurance under Bill C-21 became effective November 18, 1990. Although there were a number of changes incorporated into the Bill, the two most sweeping changes which have the largest impact on Employment Development Programs are as follows:

I. **More restricted access to benefits through increases in the number of insured weeks of work required to qualify for benefits and Changes to the U.I. Regional Boundaries. (Refer to Appendix DI-II for present day requirements and new U.I. boundaries).**

II. **Reductions in the number of weeks workers can receive benefits. (Refer to Appendix E for a chart on entrance requirements and duration of benefits).**

Each of these changes will impact on individuals who are applying for U.I. or who are currently on U.I. The changes will impact on individuals either by determining a persons' eligibility or through determination of the length of ones' claim.

I. Weeks Required to Qualify

In terms of "more weeks required to qualify", there are a number of areas in the Province where changes to the boundary lines will result in an increased amount of weeks of work in order to qualify.

In the Moncton U.I. Region, for example, there are a number of the coastal fishing communities such as Shediac, Cape-Pelé, Port Elgin, Cape Tormentine and other surrounding rural areas. However, the urban centre of Moncton does not suffer from nearly as high unemployment as the coastal or the bordering communities. The lower unemployment rate in Moncton proper has consequently made it necessary for coastal and rural community workers to establish more weeks of work (5-6) than has normally been their tradition. Consequently Moncton's unemployment rate of 9.5 percent for the month of December, 1990 impacts on these smaller communities who realistically have higher rates of unemployment than the 9.5 percent portrayed by the regional rate. For example, under the new legislation and with the existing unemployment rate of 9.5 percent, people on the Southeastern shore will require 16 weeks of work in order to qualify for U.I. This is approximately 5-6 weeks more than what was required under the old legislation.

Aside from these Southeastern communities there are also a number of other rural communities which find themselves in similar situations, that is in terms of qualifying at 16 weeks. In many of these communities, it has been difficult enough under the old U.I. legislation to acquire 10-11 weeks of work. The additional 5-6 weeks may be even more difficult especially in times of economic downturn.

In the **U.I. Region of Fredericton**, there are other rural communities in the counties of Carleton, Sunbury and York which find themselves in similar situations as the southeastern communities. That is, they will also require 16 weeks of work in order to qualify for U.I.

In the **Saint John U.I. Region**, the amount of required weeks of work in order to qualify for U.I. remains at 16 weeks. Areas which will be most affected by the U.I. changes will be the coastal communities along the south-central cost like Chance Harbour, Dipper Harbour, Maces Bay, Lepreau and St. Martins, where fishing is their main industry. Rural communities in Kings County will also be required to work 16 weeks before becoming eligible for U.I.

The new strategy for **Employment Development Programs** has not overlooked these anomalous communities and has incorporated work experience wage subsidy programs which are geared to be highly responsive in the way of providing short term job creation initiatives in order to facilitate the social well being of the unemployed.

In the U.I. Region of **Restigouche-Charlotte** which includes Charlotte, Gloucester, Kent, Madawaska, Northumberland, Queens, Restigouche and Victoria, there is no anticipated requirement for extra weeks of work in the short term; that is, in order to qualify for U.I. This is primarily due to the fact that these areas have an unemployment rate which is predominantly higher than 15 percent. The present rate of unemployment in this region is 18 per cent, which enables people to qualify for U.I. with 10 weeks of work.

In the Restigouche-Charlotte area, Employment Development Programs will be used to encourage and assist diversification arrangements in order to re-adjust and deploy unemployed workers from failing industries by assisting in the development of alternative job opportunities. In addition, U.I. exhaustees will be helped by providing short-term employment oportunities.

II. Duration of Benefits

Practically all people on U.I. who qualify with the minimum entrance requirements, or very close to, will experience shorter periods in terms of the length or duration of their benefits. The range will be from one week up to approximately ten weeks depending upon the unemployment rate of their U.I. Region. As a result of these lost weeks on U.I. there may in some cases be a need to develop a "bridging mechanism" which will have the capability of providing support through short term job creation efforts. This will provide income while awaiting the return of either cyclical or seasonal job opportunities.

The new strategy for **Employment Development Programs** has incorporated flexible and responsive funding mechanisms under the new Employment Development Programs which are capable of dealing with these types of situations.

In terms of the changes or reductions to the duration of benefits there does not appear to be at this time any reason for major alarm at least for this year. However, this scenario could change drastically should the recession deepen and last longer than forecasted by Canadian economists. This would undoubtedly aggravate the situation, and most certainly increase the numbers of people who could be caught in between, having no U.I. and no employment. It is expected that this situation will worsen in 1992. If you refer to the Appendix FI-IV, you will note four charts on the duration of benefits for each of the four U.I. Regions. These charts show the duration of one's benefits in today's present labour market context.

In Chart I (Restigouche - Charlotte) if a person commences U.I. benefits on November 18th, the day Bill C-21 became publicly effective, you will notice that with the minimum entrance requirement of 10 weeks of work an individual can maintain drawing unemployment until approximately mid-August. For this region, this is more than enough time before the seasonal fishing industry commences to come back on strength. Any person coming on U.I. after November 18 and with the same minimum entrance requirements will simply have their benefits extended proportionately further on into the summer and fall of 1991. However in 1992 this may not be the case as workers will most likely commence their UI before November 18, consequently they will be coming off their claims earlier than shown in Chart I. This could result in workers exhausting their benefits a couple of months earlier which would have them coming off claim in late April, May and June.

For the months of November, December and January in **Chart II (Moncton U.I. Region)**, the graph shows the minimum length of the duration of benefits are somewhat shorter (approximately 8 weeks) than Restigouche-Charlotte. This is largely due to lower unemployment rates, 9-10 percent for the Moncton Region versus 17-18 percent for Restigouche - Charlotte Region. However even with Moncton's lower Unemployment rate, the minimum duration of U.I. benefits commencing November 18 will still cover an individual on U.I. benefits into mid June, shortly after the beginning of the tourism season, a time when job opportunities are seasonally at their best. Once again, this is for 1991 and the situation may change in 1992 depending upon when they commence their claims and how many weeks of work they acquire in the upcoming summer. A continued economic downturn will most certainly create unwanted breaks in employment especially during the spring and summer months.

In terms of the other two U.I. Regions **Chart III (Saint John)**, and **Chart IV (Fredericton)**, their U.I. patterns are almost identical and range between 9-10 percent for the period commencing November 18th and completing January 13th. Yet still, the earliest point for individuals coming off U.I. benefits is at mid-May. Again, this can be considered a good time in metropolitan centres like Fredericton and Saint John where job opportunities normally increase during the summer months. However the coastal communities along the South-Central area of the Saint John Region from Maces Bay to St. Martins rely heavily upon fishing and seasonal work. They are in much the same situation as the southeastern coast; however, they will be coming off claim in May of 1991 at an even earlier point than the Southeast. This may eventually

leave them idle for a few weeks until the fishing season picks-up. Employment Development Programs most likely will be required to assist unemployed workers in some of these situations.

All in all, the implications of Bill C-21 on Employment Development Programs are more leaned towards "weeks worked to qualify" in 1991. In 1992 "weeks worked to qualify" will still have an impact on Employment Development Programs however it is anticipated that the "reductions in duration of benefits" will have a larger impact on workers consequently creating more of a demand for Employment Programs during this period.

INCREASES IN THE NUMBERS OF PEOPLE ON U.I.

In terms of the numbers of unemployed workers on U.I. for the period October, November, December of 1990, there has been a steady growth with a jump of 4-5 thousand claimants per month (1). This is a normal trend year over year for these months. However, the proportionate size of their growth is larger this year than last year for the same time period. It is estimated that there is an approximate average of 3,000 more people receiving U.I. this year when compared to the same time period last year. This is most likely due to labour growth and reductions in weeks required to qualify in the large rural U.I. Region of

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(1) - E.I.C. Administration data

Restigouche-Charlotte and the early recessionary factors which have already began to impact on the labour force. This figure of 3,000 will continue to grow between 4-5,000 overall before the end of February, 1991.

Although many of these people will have enough weeks to cover them until the summer, there may still be a significant number of people coming off claim in late April and early May, which will most certainly create a gap while awaiting employment opportunities. This situation will become much more serious if the recession prevents employers from hiring due to poor markets or an even worse case scenario, which would be large growth in the numbers of bankruptcies and plant closures particularly in the fishing and forestry industries. Employment Programs will have to monitor this situation carefully in order to have enough lead time to provide appropriate response mechanisms which will lessen the impact of these changes on workers.

IV. BACKGROUND ON EMPLOYMENT PROGRAMS

A. HISTORICAL PERSPECTIVE:

Since the Province first launched its employment development programming in 1980, the Department of Labour has expended nearly 150 million dollars on direct job stimulation programs in the public, private and non-profit sectors. This has resulted in the creation of approximately 72000 new jobs, both of a short- and long-term nature. Budget levels for employment development initiatives during this period have fluctuated from 2.4 million dollars in 1980-81 to over 23 million in 1987-88 and 1989-90 to 19.6 million in the current fiscal year. (See Appendix G for historical data).

Over these years, employment development programming has evolved in attempting to meet specific government policy and has been directed to accommodate various types of employers and groups of unemployed who experience particular barriers to accessing employment in the Province. This strategy took the form of providing enhanced reimbursement rates or priority in hiring of certain target groups including social assistance recipients, youth, women, natives and the disabled.

Employment development stimulus has taken two primary forms; wage subsidies to public, private and non-profit employers and the provision of loan guarantees to those individuals wishing to create their own jobs by starting a business. Historically, program expenditures varied significantly between economic region (*Appendix "H"*); industry (*Appendix "I"*); and occupational group (*Appendix "J"*).

Over the years, the Department of Labour has entered into a number of joint initiatives with the Federal government and other provincial departments to assist it in meeting its overall mandate in the field of employment development. The **Youth Strategy** and **SAR Agreement** for Social Assistance Recipients are two examples of this cooperative effort.

B. CURRENT SITUATION:

In 1990-91, the Government of New Brunswick allocated 19.6 million dollars in direct employment development grants administered by the Department of Labour. It is expected that the results of this intervention will help create 8000 new short and long-term jobs during 1990-91. While much good is derived both socially and economically from this substantial contribution of resources, it is clear that some improvements and refinements can be made to existing programming efforts to best meet the current and future needs of our clientele.

The following weaknesses affecting employment development have been brought to the attention of the Department of Labour. Each has had, and continues to have, an impact on the Department's ability to administer its employment development programs. Each must be addressed in the next few months and years if the Department is to effectively and efficiently deliver its employment development programs.

C. WEAKNESSES OF EXISTING EMPLOYMENT DEVELOPMENT EFFORTS

- While the Department of Labour and its Program Branch activities are guided by the broad objectives of their mission statements, there is no strategic focus for employment programming to take us into the early nineties;

- There are too many program options which are confusing to employers/ facilitators and which are not flexible enough to meet the changing needs of the unemployed;

- There is no strategic focus for the allocation of employment development funding under current programs;

- There has been little use made of labour force/demographic data in determining who our client focus should be and where funds should be directed;

- More coordination is needed between all parties directly or indirectly involved in the design and delivery of employment programs;

- Existing programs are costly and labour intensive to administer and have not made full use of the external services in place to assist in the delivery process; and

- Not enough attention has been given to program evaluation in the design and monitoring of employment programming initiatives.

The changes proposed in this report will attempt to address the issues raised above and also deal with the four specific directives the Department received from the Board of Management, Budget Committee and the Auditor General. In addition, the Department will consider the impact of the current recessionary trend and changes to Unemployment Insurance legislation in development of its strategy for the next few years. This strategy will be developed within the context of Mission Statements for the Department of Labour and Employment Programs Branch. They will also be developed in the context of the following guiding principles.

D. Guiding Principle

Employment Development Programs should be client-based and aimed at assisting unemployed New Brunswickers move towards permanent employment.

Operational Objectives:

- Programs should be responsive and flexible to meet changing needs;
- Employment programs should be delivered cost-effeciently and be user friendly;
- Our Employment Development Strategy will focus on creating employment opportunities in occupational groups sectors with greatest potential for future employability;
- Provincial employment development initiatives must be seen as an integral component of both social and economic activity;
- Allocations of employment program funds should consider labour force demographics;
- Employer base should be broadened so that employment opportunities are maximized;

- Design and delivery of employment programming initiatives should be undertaken in consultation with al interested parties;

- Every effort wil be made to ensure complementarity of programming between Federal and Provincial employment development initiatives; and

- To maximize employment development resource utilization over a three-year strategic period, there should be a gradual shift from full wage reimbursements, as presently is the case in the public sector, to wage subsidies as is presently done in the private sector.

V. RATIONALE FOR CHANGE

The rationale for proposing the changes requested in this document respond specifically to the operational objectives in the previous chapter. This principle and operational guidelines will be examined in light of the issues which have come together to rationalize the position the Department now wishes to embark upon. While no attempt has been made to priorize the various issues under consideration, it is clear that our employment development programming focus should be based on serving the unemployed New Brunswicker. This outlook is consistent with our Departmental and Branch Mission Statements, and it also sets the Department of Labour apart from other Provincial Departments' mandates which may emphasize a more economic perspective.

■ CLIENT-DRIVEN PROGRAMMING:

In the past, it has not always been clear as to who the client has been with respect to employment development stimulus. Employers in the Province have benefited greatly from the 143 million dollar infusion of employment development funds spent since these programs began in 1980. In effect, there has been a significant positive effect to the economy in all regions of the Province as a result of direct employment development intervention which contributed new jobs and increased income.

It should be noted that employers; particularly those in the private sector, have lent a valuable contribution to the Government's employment development strategy over the years. It is a real partnership which permits the Government to create new employment opportunities for New Brunswick's unemployed citizens. Without private sector employers providing their workplaces as venues for gaining valuable work experience, many unemployed workers would not have found permanent employment. Surveys of private businesses participating in programs between 1983 and 1987 indicated a retention rate in excess of 70 percent. This means that almost three out of every four jobs developed through these programs were maintained. Though no formal evaluation has been done recently, we have no reason to believe these figures are no longer valid.

While responding to the need for permanent new jobs, programs must also consider the social and economic realities of our provincial society. When labour force supply exceeds demand, the result is unemployment. When individuals who are unemployed over the long term are not given an opportunity to participate and share in the economic life of the Province, the results can be devastating to the individual, collectively to society and to the economic and social fabric of the Province.

It is with these considerations in mind that the Department wishes to focus its employment development resources on this unemployed segment of our population. The unemployment rate in this Province currently stands at 12.5 percent. These people, in particular those target groups among them who experience particular barriers to gainful employment, must be re-integrated into the mainstream of New Brunswick's economic life.

■ PROGRAMMING FOCUS IS DEVELOPMENT OF PERMANENT EMPLOYMENT:

The primary programming focus of our employment development strategy over the next three years will be to enable unemployed New Brunswickers in identified target groups to achieve permanent employment opportunities. The Department recognizes that during recessionary times in particular, short-term jobs serve to respond to the need to maintain a trained, job-ready labour force. Short-term employment enhances future employability and is effective in increasing an individual's long-term future employment prospects.

It is within this context then that the Department of Labour will emphasize the creation of permanent jobs for its unemployed clientele. This includes the recognition of continuing part-time and recurring seasonal employment. It also allows for a significant portion of overall development funds to be allocated to shorter-term employment creation in difficult economic times such as we will find ourselves in once the full impact of the recession is felt. Nevertheless, it is a strategy which does not lose sight of its long-term objective of developing permanent employment opportunities.

■ **RESPONSIVE AND FLEXIBLE PROGRAMS:**

Over the past number of years, employment programs have increased dramatically in numbers in order to meet specific development needs. The results of this fact is that those involved in delivering these programs including employers and unemployed workers are often confused with the myriad of options available to them. In addition, program regulations and eligibility criteria developed to deal with specific cases, only served to disentitle many employers or unemployed workers whom the programs were designed to serve.

It is in recognition of the complexity of these program options and the need to be responsive and flexible to meet changing demands that the Department of Labour is proposing the acceptance of a program consolidation which will include four distinct streams. At present, we administer fourteen different programs which can be broken down into two basic types of interventions; the first being "wage subsidies"; the second, "loan guarantees". Each of our existing Programs has its own administration process which is basically identical to each other. We propose a re-grouping of all our initiatives within four Programs (*see Appendix "K"*):

1) "Partners", a wage subsidy program with a main objective to assist in the development of jobs which have the potential to lead to ongoing permanent employment;

2) "Entrepreneur" with a main objective to stimulate self-employment as a form of job creation;

3) "Access", a wage subsidy/wage reimbursement program with a main objective to fund short-term jobs providing work experience of a response nature; and

4) "J.E.T. (Job Experience for Tomorrow)", a wage subsidy for hiring students during the summer months.

■ COST-EFFICIENT AND USER-FRIENDLY PROGRAMS:

It is a product of all good management practices to provide services in a cost-efficient and effective manner. In times of financial restraint, these objectives inevitably receive greater emphasis. At present, administrative costs represent 5.5 per cent of the overall yearly employment development budget. While this figure is not unreasonable, given the high labour intensity of the assessment, claim and reimbursement process, administrative mechanisms can still be refined to make them more streamlined and user-friendly to employers using our programs.

Proposed changes implemented over the next year would: reduce the number of program options; eliminate all but a small number of program regulations; expand eligibility criteria to be less restrictive; reduce the number of application forms and program booklets; establish flexible reimbursement rates; reduce the number of wage claims; and establish new delegation and signing authorities for development officers. These initiatives will be put in place with the objective of delivering programs more efficiently while making them more desirable to employers. All changes will be undertaken with a view of maintaining financial accountability and control, developing better evaluation of results and improving the ability of the Government to create new jobs.

■ **CREATE JOBS IN AREAS WITH THE GREATEST POTENTIAL FOR FUTURE EMPLOYABILITY:**

The strategy proposed in this report would ensure that the focus for employment development intervention in this Province goes to support the creation of jobs in occupational groups or sectors having the greatest potential for future employability. From a practical point of view, this means that, as a general rule, the Government would not subsidize employment opportunities in areas where there is little or no future. This may mean not supporting particular types of jobs or occupations within a given sector or economic region (e.g. fish processing workers in the Northeast Region of the Province). Conversely, it may mean trying to place unemployed workers in growth sectors such as the aquaculture business in the Southwest portion of the Province.

Such a strategy requires accurate projections and labour force data to support the identification of appropriate growth sectors having the greatest potential for lasting employment. The Department of Labour, through its newly-established Human Resource Strategy will determine which sectors will require new job-ready entrants. It will attempt to match its employment development efforts with the areas having the greatest demand, both now and in the future.

■ PROGRAMS ARE BOTH SOCIAL AND ECONOMIC IN NATURE:

When analyzing where employment development funds have been spent over the last few years, it is interesting to note that a significant portion of the overall development grants have gone to assist social assistance recipients, youth at risk, displaced workers, natives and the disabled to attain gainful employment.

This confirms that employment development intervention is primarily an integral component of the social safety network; and as such, is driven more out of the need to stimulate employment than to stimulate the economy. The positive personal effects of finding employment and the enhanced self-esteem provided by work are important to the individual and to the maintenance of the labour force.

During recessionary times, it is expected that New Brunswick will experience higher levels of unemployment, particularly in the primary industries. The proposed strategy will include the allocation of extra resources to capture these individuals before they fall onto the Province's social assistance caseload. By providing unemployed workers with valuable short-term work experience, the Government is ensuring that these people will retain their skills, thus making them more marketable once the economy strengthens and is able to provide for them without government support.

Naturally, any infusion of dollars into the Provincial economy to the level provided by the government's contribution of employment development grants (almost 150 million dollars over a ten-year period), is going to have some significant economic impact as well. In addition, there have been significant indirect economic spin-offs which continue to be derived from the intervention provided by Department of Labour.

- **BUDGET ALLOCATIONS BASED ON LABOUR FORCE DEMOGRAPHICS:**

Of all proposed changes, perhaps this initiative more than any other, will have the greatest impact on those unemployed individuals served by the Department of Labour employment development programs. In summary, the strategy recognizes as a general principle that specific target groups (i.e. social assistance recipients, U.I. Exhaustees, the disabled, etc.) should receive a share of the employment development grants comparable to their need and relative standing in the labour force. In addition, once an appropriate funding level is established for these target groups, a further notional allocation of employment weeks will be made regionally.

This approach will ensure that once appropriate target groups have been identified (based on a recognition of the difficulty these groups have of obtaining employment), they will receive a level of employment stimulus equal to their need and relative priority. Without question, this proposal is consistent with the Department's desire to develop programming that is closely linked to meet client needs. In addition, it will ensure that the various groups who now assist the Department (those representing the particular interest of the target groups we serve; DIA/SARS - Visible Abilities and E.E.O/Disabled, etc.) located throughout the delivery system will have more input in the overall programming process.

These groups or individuals would be requested to assist in the following manner:

- To supply the Department periodically with a profile of their job-ready clients. This list would be used by the Employment Development Officers during their assessment.
- Upon approval of the application by the Department of Labour, they will receive a list of the approvals for their clientele. They will then be responsible for referring a client to the employer.
- These groups or individuals would be provided notional targets for the placement of their clients within our programs and would be encouraged to solicit proposals which would respond to their clients' needs.

In keeping with a client-driven approach, a need was determined to identify particular client groups who are considered most in need in terms of those who experience the greatest difficulty in finding full-time work. The Employment Policy Branch of the Department of Labour examined data on a number of client groups in order to ensure fairness in accessing **Employment Development Programs**. The groups which were looked at are as follows: Disabled, Natives, Social Assistance Recipients, Youth ages 15-24, Age group 25-44, Older Workers age 55-64, U.I. Exhaustees, and Displaced Workers. From these groups it has been identified that five experience more difficulty in finding employment than the other groups. The five target groups which will be given priority are: Social Assistance Recipients, Youth (age 15-24 who will be covered separately under the Youth Strategy), Disabled, U.I. Exhaustees and Displaced Workers. However, we will continue to focus our efforts on each of the remaining groups as need warrants.

In no specific order the findings from the research were as follows:

Social Assistance Recipients:

SAR's represent a large portion of the unemployed in this province. Approximately 14,322 of their total number are deemed as employable with an unemployment rate which exceeds 80 percent and is by far the highest of any group in the province. The concept of identifying employable SAR's and giving them the opportunities to gain work experience has proved to be very rewarding not only for the individuals themselves but also from a provincial financial perspective. Many SARs have gained new skills which have allowed them to become permanent players in New Brunswick's labour force. A separate agreement with the Department of Income Assistance will allocate a specific amount of funds to continue creating jobs for this target group.

Youth (age 15-24):

Youth are still finding it difficult to enter the labour force primarily due to the lack of work experience and also shortages in available job opportunities. In 1989 there were 13,000 unemployed youth in the province which gives them an unemployment rate of 19 percent. Youth make up approximately 23 percent of all unemployed people in the province. Just recently the Federal/Provincial Youth Strategy agreement was extended for another two years. This will allow **Employment Development Programs** to maintain youth as a target group and with a specific allocation of funds from the Youth Strategy to assist their integration into the labour force.

U.I. Exhaustees / Displaced Workers:

Following the last recession of 1981-82 it became very evident in 1983 that there was an unusually high number of unemployed people coming off claims (U.I. Exhaustees) with no job opportunities to move into primarily because of a slow down in economic activity and the consequent streamlining of existing businesses and industries. Although it is difficult to forecast the actual numbers of people who might find themselves in this situation as the recession progresses, it would be safe to say that we can expect a similar wave of people as in the last recession who will exhaust their benefits in the latter part of this fiscal year. It is also anticipated that some 2,200 New Brunswickers will be displaced within the primary sectors during 1991/92. The **Employment Development Strategy** is therefore proposing that additional funds be allocated to provide wage subsidies for the creation of short-term employment that will assist unemployed workers in maintaining and developing work skills while awaiting the return of economic growth and better job opportunities.

Disabled:

There are 57,715 **disabled** people in the province of New Brunswick who fall in to the working age population. Approximately 34,265 are not in the labour force primarily due to the degree of their disability. The current labour force of this target

group is approximately 23,450 with 19,455 employed and 3,995 unemployed. This gives this group an unemployment rate of 17 percent. There percentage of the overall unemployed in the province is approximately 7 percent. Considering that **Employment Development Programs** only placed 3 percent of disabled people amongst program participants last year, the new strategy has made allowances for more improvement in the upcoming year.

The fifth target group which will have a specific allocation is the unemployed group who will be considered unspecified **(Unspecified Unemployed)**. They could include women, natives, older workers, and those falling into the age group 25-44 years or any other identified group or individual. The four target groups: Women, Older Workers, Natives, and Age Group 25-44 will remain as a secondary focus in terms of the strategy's target groups. The reason for this is that these groups do not require special measures in order to ensure that they receive their fair share of participation in Employment Development Programs. For example, the Natives share of unemployed people from the last Canada census is 2 percent while Employment Development Programs has achieved 3 percent of its program participants from the native population.

Women: are in much the same situation. Their percentage share of the labour force is approximately 51 percent. During the year 1989 Women received 55 percent of the jobs created under **Employment Development Programs** and without the aid of any special measures.

Older Workers: are defined between the ages of 54-65 and have been added as a new target group this year. Although their unemployment rate borders around 8 percent it is anticipated that this figure will grow over the next 2 years. This is primarily due to two reasons:

i) The phenomenon of a rapidly aging work force.

ii) The fact that many of these workers are the first to lose their jobs especially in times of economic downturn. It is this group who often become discouraged and drop out of the labour force altogether.

Another group which has been looked at is the **Age Group 25-44** who are for the most part the backbone of New Brunswick's labour force. The size of their labour force is 179,000 with 158,000 employed and 21,000 unemployed. This gives them an unemployment rate of 12 percent, the norm for the Province. This age group 25-44 makes up 56 percent of all unemployed New Brunswickers. Their representative share of participation in Employment Development Programs in 1989 was 53 percent. This figure was achieved in unaided circumstances that is to say that no special measures were put in place. The new strategy will follow the same policy as last year with this group by including them as a target group but without a specific allocation.

- **BROADEN EMPLOYER BASE:**

To effectively meet its objectives of maximizing employment opportunities for its unemployed clientele, the Department must broaden its employer base. This will be accomplished by ensuring that program guidelines and eligibility criteria will allow for as many employment options as is possible given the unemployed client's situation. In essence, it means that job opportunities will be sought in the public and private sectors, as well as municipalities and non-profit organizations.

The result of this change, while fairly easy to accommodate, will ensure that more job openings will be available to the unemployed. At present, short-term jobs have normally been funded exclusively in the public and not for profit sectors, while long-term employment opportunities have generally been created in the private sector. Municipalities and non-profit agencies in particular offer significant opportunities for providing employment.

- **ESTABLISH AN EFFECTIVE CONSULTATION PROCESS TO ASSIST IN THE DESIGN AND DELIVERY OF EMPLOYMENT DEVELOPMENT PROGRAMS:**

By adopting this principle, the Department of Labour wants to ensure that those stakeholders having a direct or indirect involvement in employment development interventions in this Province are well informed of each others efforts and that as a normal course of action, user and client input will be sought in the design and delivery of these initiatives. At present, much of the consultation and sharing of information is done on an ad hoc and informal basis. With the exception of the mechanisms established under the Youth Strategy and Social Assistance Recipient Agreement, there is effectively no regular means of information sharing.

This strategy proposes that a formalized consultation process be established with public and private sector employers as well as the various advocacy groups representing our client target groups. In addition to providing assistance in the design and delivery of programs, it is expected that this process will contribute to evaluating the effectiveness and efficiency of Provincial employment programs.

The following outlines our intentions:

A) **PRIVATE SECTOR CONSULTATION:**

The Human Resource Council with its broad representation presents itself as an ideal vehicle for consulting with the private sector. It is suggested that a proposal be made to this Council for the establishment of a sub-committee on employment programs to provide the Department of Labour with the following input:

a) Assess employers' ability to hire identified target groups;

b) Identify appropriate incentives the Department of Labour can provide employers to meet its programming objectives;

c) Assist in the promotion of our programs; and

d) Provide input into the evaluation of our programming initiatives.

B) **PUBLIC SECTOR CONSULTATION:**

To reach the public sector, we propose a committee be established with representation from the Departments involved in employment programming as employers or agents representing a client. This committee would include both Federal and Provincial jurisdictions (i.e., Policy Secretariat, Department of Income Assistance, Department of Commerce and Technology, Department of Advanced Education and Training, Department of Tourism, Recreation and Heritage, Department of Municipal Affairs, and Employment and Immigration

Canada. The Department of Labour will play the coordinating role for this committee.

This committee's main objective would be to promote coordination while avoiding duplication of services. The specific focus would be:

a) Sharing of information;

b) Joint planning;

c) Promotion of services;

d) Delivery assistance; and

e) Identification of specific projects and needs.

C) <u>NON-PROFIT SECTOR:</u>

As for the non-profit sector, it is proposed that the Department of Labour would consult with provincial bodies on an "as-need" basis when dealing with the specific client base these bodies represent. As well, the Department may consult with a specific organization as an employer when setting up large-scale projects.

- **COMPLIMENTARY PROGRAMMING BETWEEN THE FEDERAL AND PROVINCIAL GOVERNMENTS:**

Any Provincial strategy to develop jobs in the Province must consider the significant contribution the Federal Government has made and is expected to make in this area. The Federal Government has recently signed a Northeast Diversification Agreement with the Province and is now in the process of negotiating details of how it will implement its new Labour Force Development Strategy in New Brunswick. These Federal initiatives along with its regular programming administered by E.I.C., must be considered in the context of developing a Provincial employment development strategy.

Federal and Provincial objectives in this field must compliment each other so that a global and consistent approach is taken by both jurisdictions for the benefit of the unemployed New Brunswicker. Duplication of effort and an inefficient use of limited tax dollars can be avoided if both Governments share information with each other at the planning and development stage. Considerable efforts have been directed towards achieving this goal over the past number of years, and this strategy will merely re-emphasize the need to do so and establish a formalized consultation mechanism for realizing this goal.

- **MAXIMIZE RESOURCE UTILIZATION BY SHIFTING PROGRAMMING FROM FULL WAGE REIMBURSEMENT TO WAGE SUBSIDIES:**

Over the past number of years, the Provincial Government has spent nearly 150 million dollars on employment development grants. In any given year since 1980 when the employment development initiative began, anywhere from 60 to 80 percent of the total budget has gone to fund jobs in the public sector. This intervention, while easier to accomplish in a government environment, has normally been in the form of full reimbursement of wages and benefits up to a specified maximum amount. In the private sector however, job subsidies have taken the form of 50 to 75 percent wage subsidies (50 percent being the norm).

The increased cost of creating employment opportunities in the public sector is thus evident. In addition to the reduced cost of developing employment in the private sector, there is clearly an economic benefit of doing so as well. To maximize employment development resource utilization over a three-year strategic period, there should be a gradual shift from full wage reimbursements, as is the case in the public sector, to wage subsidies as is presently done in the private sector.

VI. PROPOSED STRATEGY FOR EMPLOYMENT DEVELOPMENT IN EARLY NINETIES

The Department of Labour is proposing that the Government adopt the following recommendations for dealing with employment development issues into the early nineties.

RECOMMENDATION 1:

Consolidate the number of programming options from their existing number to four distinct streams having a separate focus and means of creating employment opportunities. These are:

- **PARTNERS**; a wage subsidy program designed to stimulate long-term permanent employment;

- **ACCESS**; a wage subsidy/wage reimbursement program designed to offer short-term work experience and maintain skills;

- **ENTREPRENEUR**; a loan guarantee program designed to create self-employment opportunities for those wishing to start their own business; and

- **JOB EXPERIENCE FOR TOMORROW (J.E.T.)**; a wage subsidy program created to provide valuable work experience for students.

RECOMMENDATION 2:

Our clients are unemployed New Brunswickers. However, particular groups experience more barriers to employment than others. We, therefore, propose targeting a portion of our program budget to the following groups:

Social Assistance Recipients, U.I. Exhaustees, Displaced Workers, Students, and Disabled Persons.

However, it is proposed that any additional funds available in 1991/92 due to the anticipated impact of the recession and U.I. legislative changes on the New Brunswick labour force be targetted only to the following: Social Assistance Recipients, U.I. Exhaustees, and Displaced Workers.

RECOMMENDATION 3:

To ensure geographical equity and a resource distribution based on client need, it is proposed that a further notional allocation of employment development funds be made by economic region for each target group identified above.

Regional allocation would be determined based on labour force and demographic data and through our proposed consultation process.

RECOMMENDATION 4:

This strategy proposes that a consultation process be established with public and private sector employers as well as the various advocacy groups representing our client target groups. In addition to providing assistance in the design and delivery of programs, it is expected that this process will contribute.

RECOMMENDATION 5:

The Department of Labour understands that the Department of Income Assistance will be submitting a proposal which may result in as much as 10 million additional dollars in 1991-92 to supply their clientele with short-term employment opportunities.

Given the negative impact of the recessionary trend and U.I. legislative changes, the Department of Labour anticipates increased demand on its employment programs to address the needs of U.I. Exhaustees and Displaced Workers, particularly in the primary industries. The Department of Labour is requesting an additional 5.5 million dollars in grants and $275,000 to cover other costs involved in administering the total 15.5 million dollars.

These recommendations will respond to the specific directives the Department of Labour has received with respect to its employment development programming. In addition, we believe it focuses on most of the concerns raised in the Office of the Comptroller's recent review of this area of the Department's operations. Taken globally, these recommendations offer a strategic direction for employment development programming into the early nineties.

VII. RESOURCE AND LEGISLATIVE IMPLICATIONS

A. RESOURCE IMPLICATION:

Once approval of the three-year strategy for employment development is received, the Department of Labour will submit a request to the Budget Committee for an additional 5.5 million dollars in grants to deal with the impact of the recession, U.I. legislative changes, and the requirement for 275,000 dollars to cover additional administrative costs.

B. LEGISLATIVE IMPLICATION:

The Department of Labour will submit a Memorandum to the Executive Council to amend Schedule "A" of the Regulations under the Employment Development Act to correspond with Program changes proposed in this report.

VIII. CONCLUSIONS

The Department of Labour is confident that the strategy it is proposing in this report will address the key issues now impacting provincial employment development efforts. By adoption of the guiding principle and operational objectives outlined in the report, we believe that our employment development interventions will be more focused and thus directed to where they are needed most.

The proposed consolidation of programs into four streams and the refinement of program regulations and eligibility criteria will allow provincial employment development efforts to be more flexible and responsive. The Department will continue to explore areas for improvement of its internal administrative and delivery mechanisms to ensure cost-efficiency and effectiveness.

By monitoring labour force and demographic data, the Department hopes to better serve our clientele by targeting funds to specific groups experiencing barriers in obtaining employment.

These initiatives taken cumulatively will significantly improve current efforts in the area of employment development. The consultation process established as a result of this strategy will ensure that the government is informed of the efforts of other jurisdictions as well as providing valuable input to assist in the design and delivery of new initiatives to meet the changing needs of the unemployed.

IX. APPENDICES

APPENDICES

A-	Labour Force Highlights - December, 1990 - year over year (N.B.)
B-	Labour Force Highlights - December, 1990 - Canada/N.B.
C, I-V-	Labour Force Statistics - New Brunswick
D, I-	Eligibility Requirements for U.I.
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G-	Breakdown of budget figures and jobs created in Employment Development Programs by sector 1980/81 - 1990/91
H-	Program expenditures by economic region 1987 - 1990
I-	Employment Programs - Contracts approved by industry 1989-1990, 1990-1991
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K-	Proposed employment programs

Labour Force Highlights, December 1990

Seasonally Adjusted

New Brunswick	Year over Year Change		
	December '90	December '89	Change
Labour Force	329,000	330,000	(1,000)
Employed	288,000	286,000	2,000
Unemployed	41,000	44,000	(3,000)
Unemployment Rate	12.5%	13.3%	-0.8% pts
Participation Rate	59.2%	60.0%	-0.8% pts

Labour Force Highlights, December 1990

Seasonally Adjusted

Canada and New Brunswick Unemployment Rate

	December '90	November '90	Monthly Change
Canada	9.3%	9.1%	0.2% pts
New Brunswick	12.5%	12.4%	0.1% pts

	December '90	December '89	Yearly Change
Canada	9.3%	7.7%	1.6% pts
New Brunswick	12.5%	13.3%	-0.8% pts

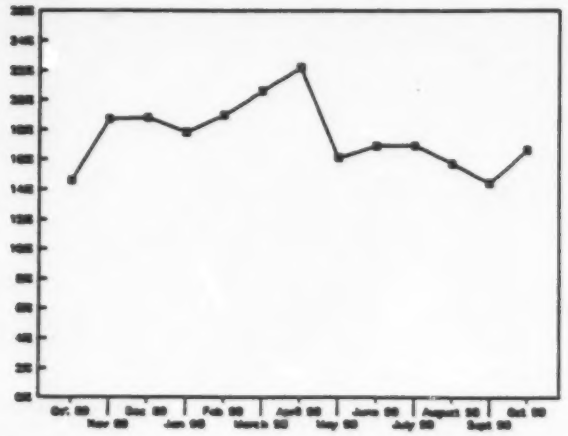
Labour Force Highlights, December 1990

Seasonally Adjusted

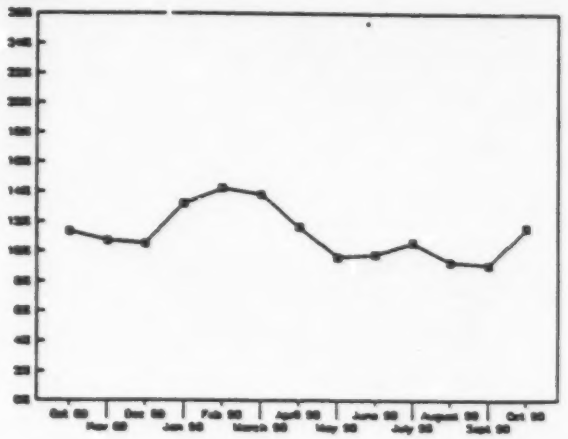
New Brunswick	December '90	November '90	Month over Month Change
Labour Force	329,000	330,000	(1,000)
Employed	288,000	289,000	(1,000)
Unemployed	41,000	41,000	0
Unemployment Rate	12.5%	12.4%	0.1% pts
Participation Rate	59.2%	59.5%	-0.3% pts

Unemployment Rate by Economic Region

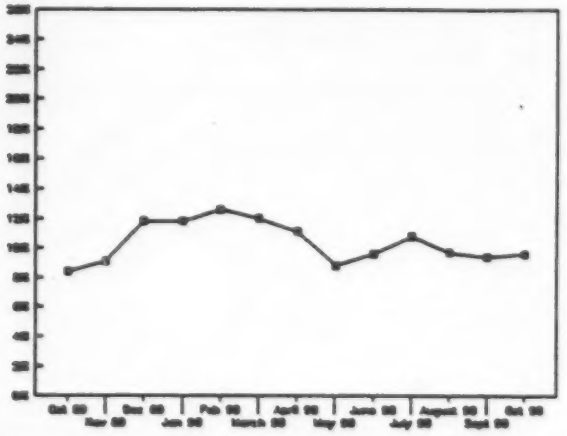
Northeast



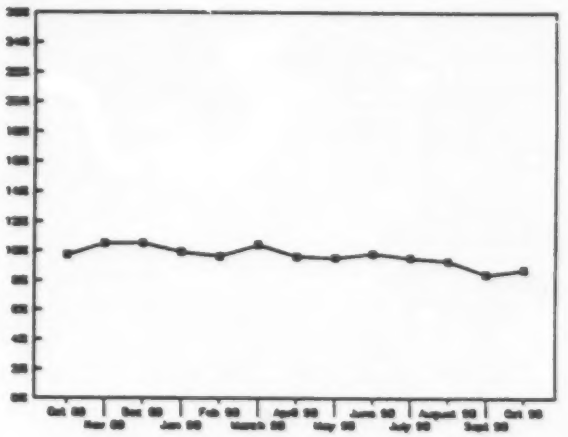
Southeast



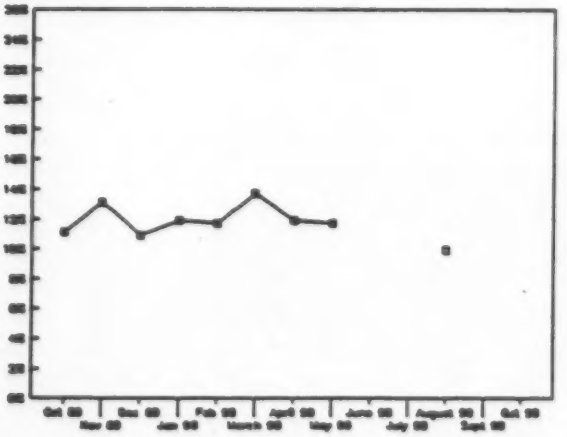
Southwest



Central

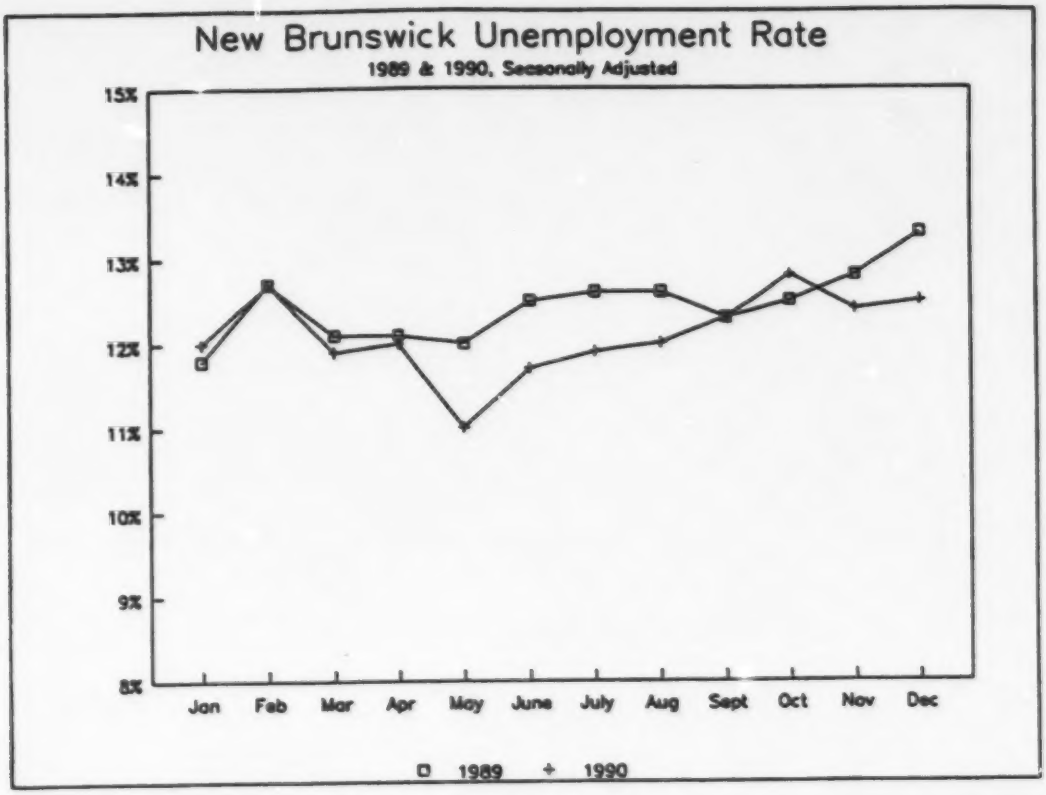


Northwest

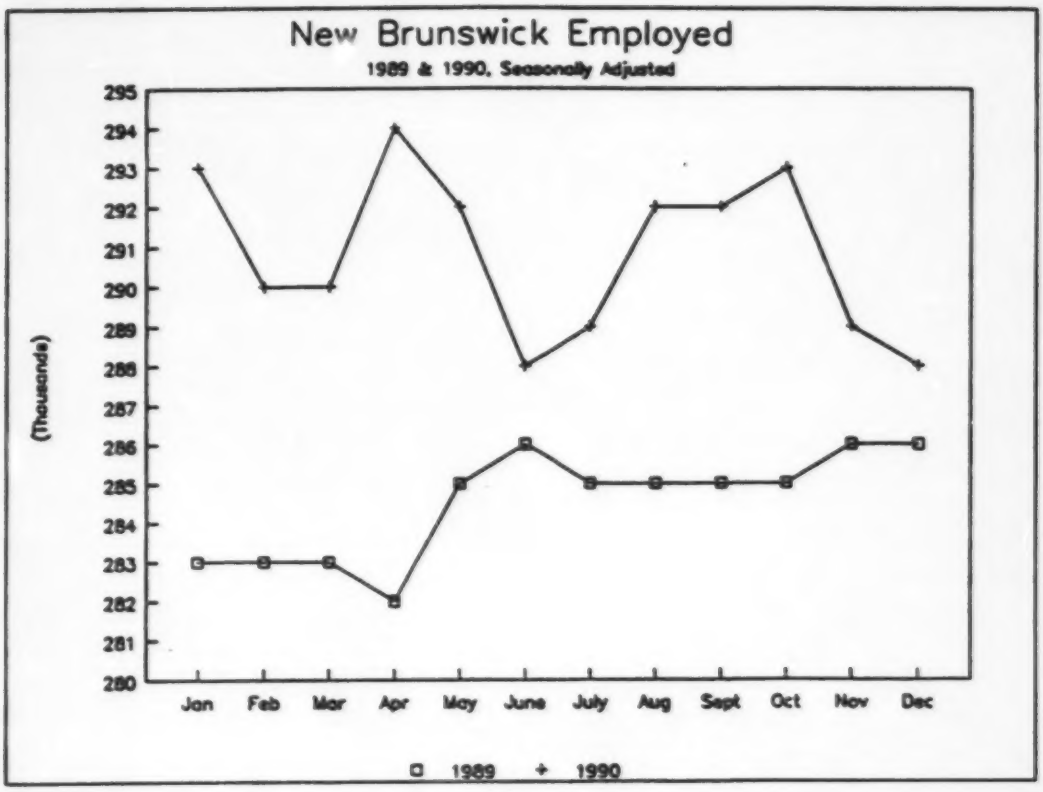


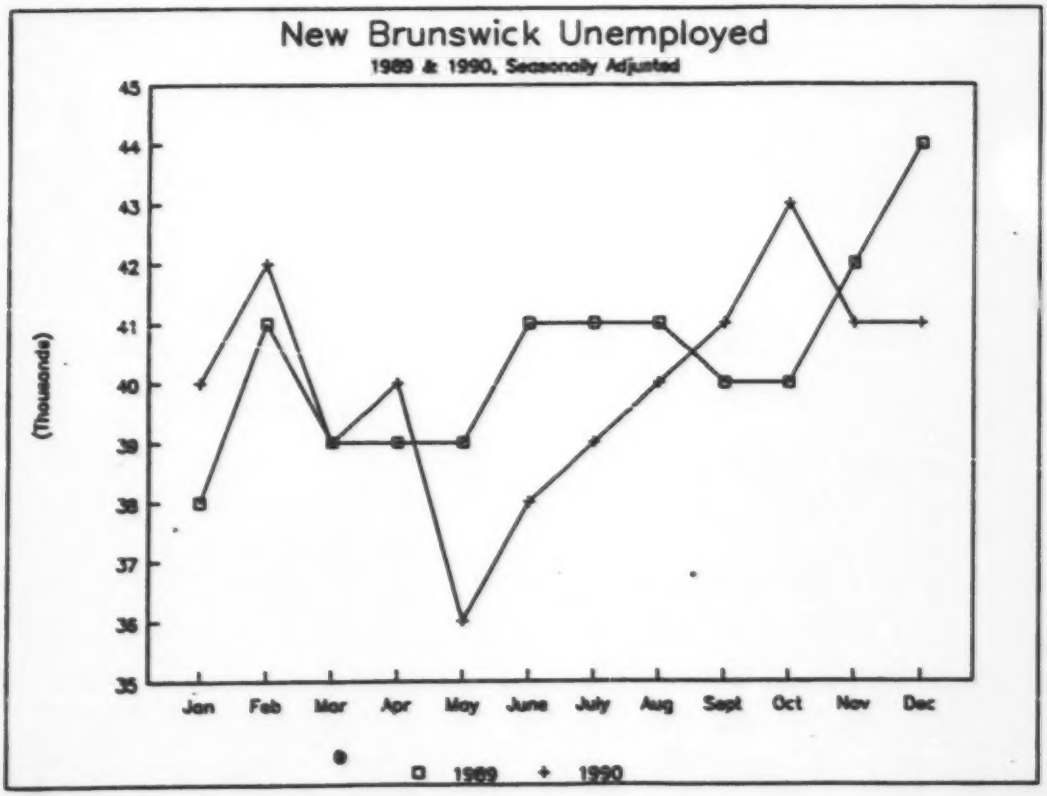
13 December 1990

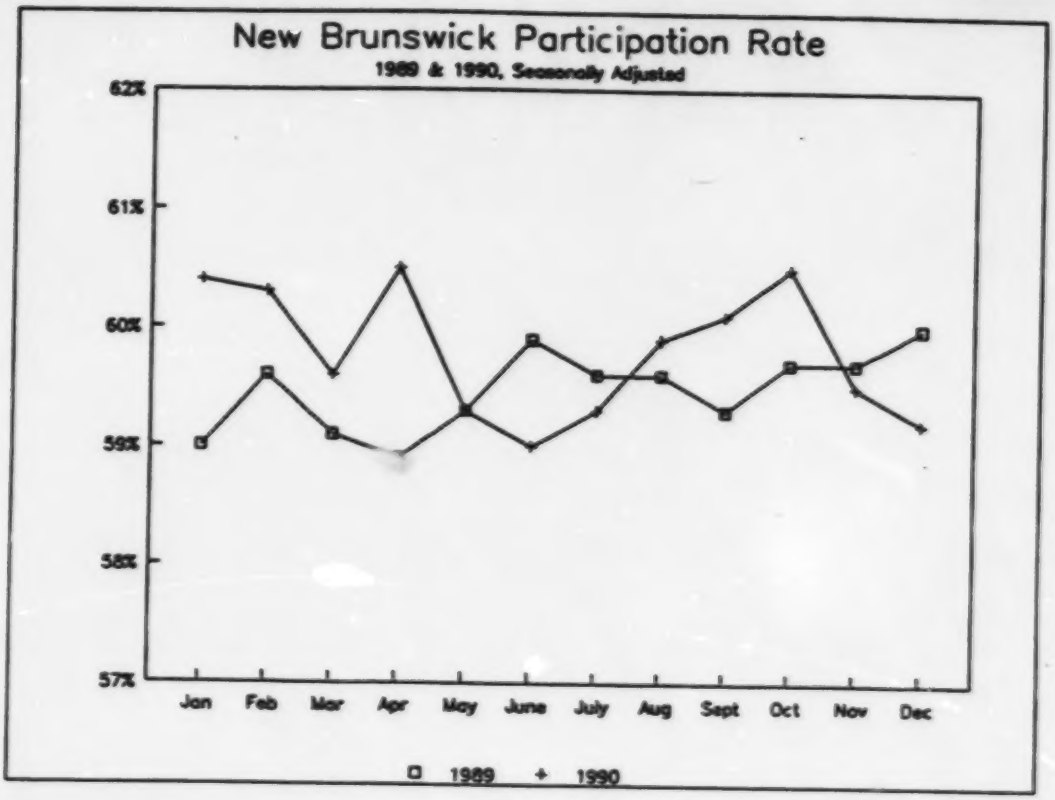
Source: Statistics Canada, The Labour Force


New Brunswick Unemployment Rate
1989 & 1990, Seasonally Adjusted
15%
14%
13%
12%
11%
10%
9%
8%
Jan
Feb
Mar
Apr
May
June
July
Aug
Sept
Oct
Nov
Dec
1989
1990

New Brunswick Labour Force
1989 & 1990, Seasonally Adjusted
(Thousands)
350
340
330
320
310
300
Jan
Feb
Mar
Apr
May
June
July
Aug
Sept
Oct
Nov
Dec
1989
1990


New Brunswick Employed
1989 & 1990, Seasonally Adjusted
(Thousands)
295
294
293
292
291
290
289
288
287
286
285
284
283
282
281
280
Jan
Feb
Mar
Apr
May
June
July
Aug
Sept
Oct
Nov
Dec
1989
1990


New Brunswick Unemployed
1989 & 1990, Seasonally Adjusted
(Thousands)
45
44
43
42
41
40
39
38
37
36
35
Jan
Feb
Mar
Apr
May
June
July
Aug
Sept
Oct
Nov
Dec
1989
1990


New Brunswick Participation Rate
1989 & 1990, Seasonally Adjusted
62%
61%
60%
59%
58%
57%
Jan
Feb
Mar
Apr
May
June
July
Aug
Sept
Oct
Nov
Dec
1989
1990

Appendix D,I

ELIGIBILTY REQUIREMENTS FOR UNEMPLOYMENT INSURANCE FOR THE PERIOD OF JANUARY 13 TO FEBRUARY 9

AREA	RATE	BENEFIT DURATION
Moncton	9.5%	Need minimum of 16 weeks to draw 27 weeks, maximum available 49 weeks.
Saint John	9.7%	Need minimum of 16 weeks to draw 27 weeks, maximum available 49 weeks.
Fredericton	10.0%	Need minimum of 16 weeks to draw 27 weeks, maximum available 49 weeks.
Restigouche-Charlotte	18.0%	Need minimum of 10 weeks to draw 39 weeks, maximum available 50 weeks.

NEW BOUNDARIES FOR UNEMPLOYMENT INSURANCE

MONCTON: — Albert, Westmorland, part of Kings

SAINT JOHN: — Saint John, part of Kings

FREDERICTON: — Carleton, Sunbury, York

RESTIGOUCHE/ CHARLOTTE: — Charlotte, Gloucester, Kent Madawaska, Northumberland, Queens, Restigouche, Victoria

OLD BOUNDARIES FOR UNEMPLOYMENT INSURANCE

MONCTON: — Albert, Kent, Westmorland

SAINT JOHN: — Charlotte, Kings, Saint John

FREDERICTON: — Queens, Sunbury, York

MADAWASKA/ RESTIGOUCHE: — Carleton, Gloucester, Madawaska, Northumberland, Restigouche, Victoria

Number of Weeks Claimant Can Receive Benefits
• Unemployment Rate in Claimant's Region •

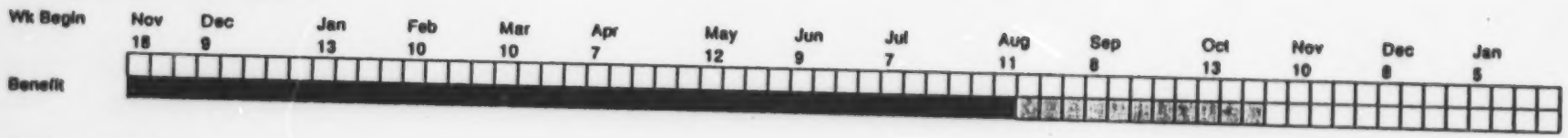
• Weeks of Work •	6% and under	over 6% to 7%	over 7% to 8%	over 8% to 9%	over 9% to 10%	over 10% to 11%	over 11% to 12%	over 12% to 13%	over 13% to 14%	over 14% to 15%	over 15% to 16%	over 16%
10											37	39
11										36	38	40
12									35	37	39	41
13								34	36	38	40	42
14							33	35	37	39	41	43
15						30	34	36	38	40	42	44
16					27	31	35	37	39	41	43	45
17				24	28	32	36	38	40	42	44	46
18			21	25	29	33	37	39	41	43	45	47
19		19	22	26	30	34	38	40	42	44	46	48
20	17	20	23	27	31	35	39	41	43	45	47	49
21	18	21	24	28	32	36	40	42	44	46	48	50
22	19	22	25	29	33	37	41	43	45	47	49	
23	20	23	26	30	34	38	42	44	46	48	50	
24	21	24	27	31	35	39	43	45	47	49		
25	22	25	28	32	36	40	44	46	48	50		
26	22	25	28	32	36	40	44	46	48			
27	23	26	29	33	37	41	45	47	49			
28	23	26	29	33	37	41	45	47	49			
29	24	27	30	34	38	42	46	48	50			
30	24	27	30	34	38	42	46	48				
31	25	28	31	35	39	43	47	49				
32	25	28	31	35	39	43	47	49				
33	26	29	32	36	40	44	48	50				
34	26	29	32	36	40	44	48					
35	27	30	33	37	41	45	49					
36	27	30	33	37	41	45	49					
37	28	31	34	38	42	46	50					
38	28	31	34	38	42	46						
39	29	32	35	39	43	47						
40	29	32	35	39	43	47						
41	30	33	36	40	44	48						
42	30	33	36	40	44	48						
43	31	34	37	41	45	49						
44	31	34	37	41	45	49						
45	32	35	38	42	46	50						
46	32	35	38	42	46							
47	33	36	39	43	47							
48	33	36	39	43	47							
49	34	37	40	44	48							
50	34	37	40	44	48							
51	35	38	41	45	49							
52	35	38	41	45	49	50	50	50	50	50	50	50

Duration of Unemployment Insurance Benefits

Restigouche – Charlotte

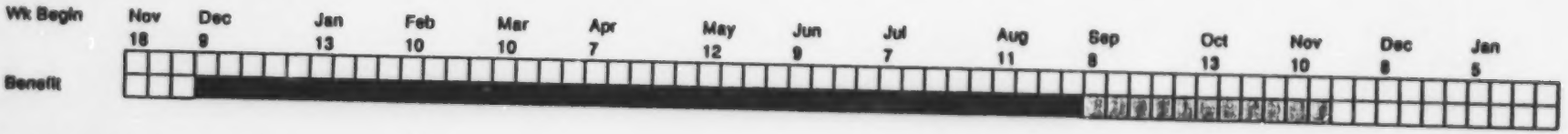
Nov 18 – Dec 8

U.R. 17.7%
Min wks = 10 to qualify for 39, max 50



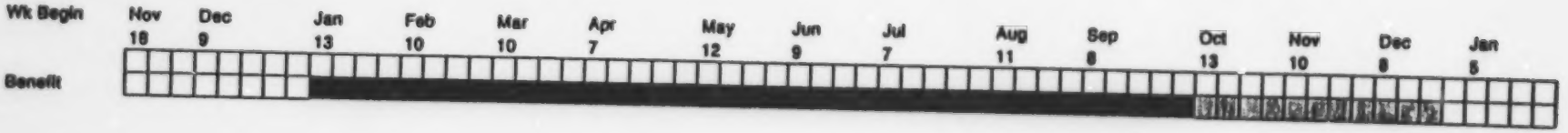
Dec 9 – Jan 12

U.R. 18.0%
Min wks = 10 to qualify for 39, max 50



Jan 13 – Feb 10

U.R. 18.0
Min wks = 10 to qualify for 39, max 50



January 11, 1991

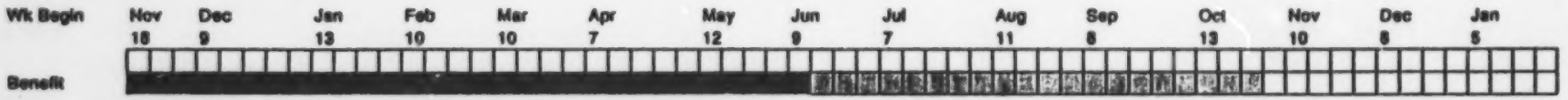
Duration of Benefit with minimum weeks
Maximum Duration

Duration of Unemployment Insurance Benefits

Moncton

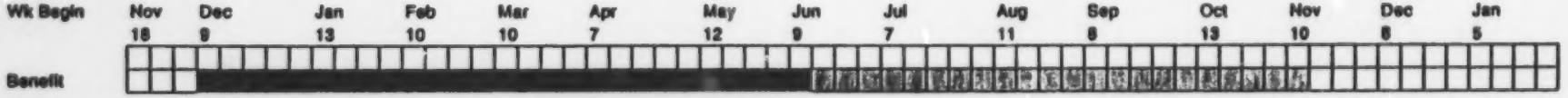
Nov 18 – Dec 8

U.R. 10.1%
Min wks = 15 to qualify for 30, max 50



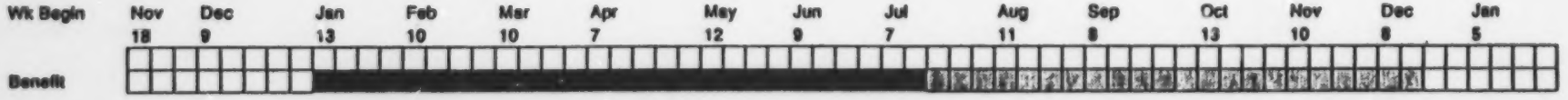
Dec 9 – Jan 12

U.R. 9.9%
Min wks = 16 to qualify for 27, max 49



Jan 13 – Feb 10

U.R. 9.5%
Min wks = 16 to qualify for 27, max 49



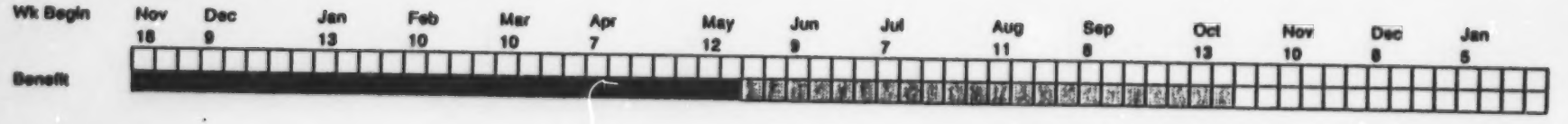
Duration of Benefit with minimum weeks
Maximum Duration

January 11, 1991

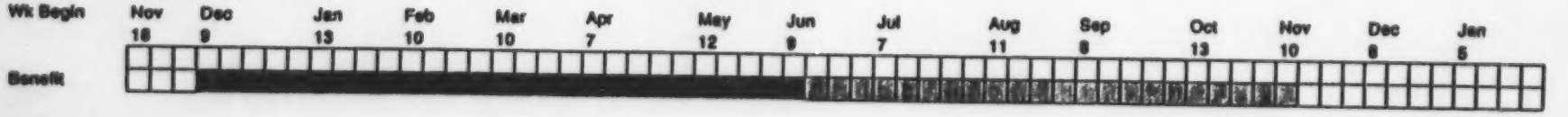
Duration of Unemployment Insurance Benefits

Saint John

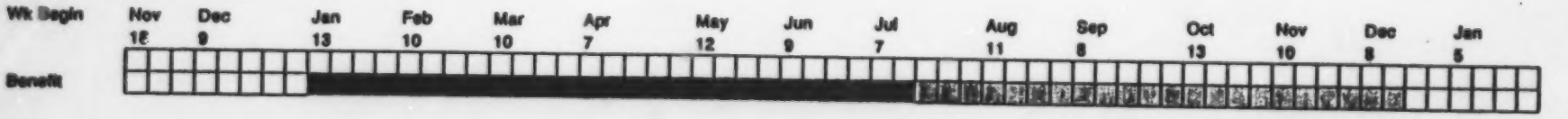
Nov 18 – Dec 8
U.R. 9.4%
Min wks = 16 to qualify for 27, max 49



Dec 9 – Jan 12
U.R. 9.2%
Min wks = 16 to qualify for 27, max 49



Jan 13 – Feb 10
U.R. 9.7
Min wks = 16 to qualify for 27, max 49



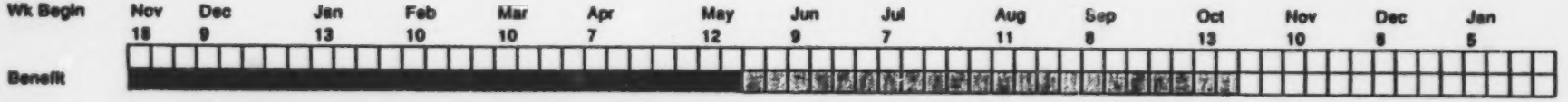
January 11, 1991

Duration of Benefit with minimum weeks
Maximum Duration

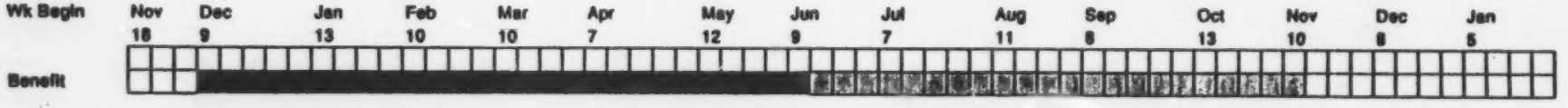
Duration of Unemployment Insurance Benefits

Fredericton

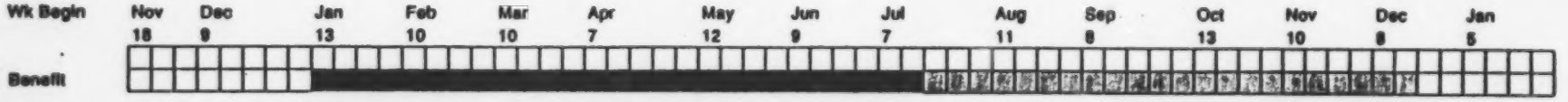
Nov 18 - Dec 8
U.R. 9.7%
Min wks = 16 to qualify for 27, max 49



Dec 9 - Jan 12
U.R. 9.8%
Min wks = 16 to qualify for 27, max 49



Jan 13 - Feb 10
U.R. 10.0%
Min wks = 16 to qualify for 27, max 49



January 11, 1991

Duration of Benefit with minimum weeks
Maximum Duration

EMPLOYMENT DEVELOPMENT BY FISCAL YEAR

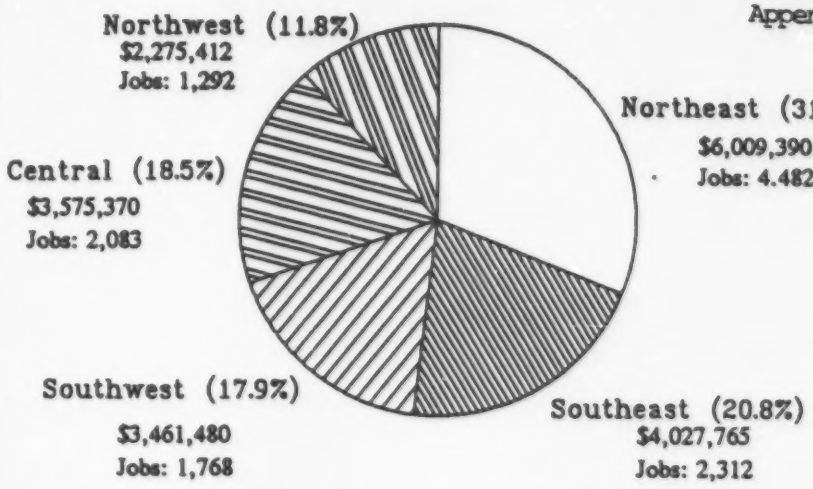
YEAR	BUDGET	JOBS
1980-81	2,400,000	1,052
1981-82	1,700,000	589
1982-83	15,000,000	6,299
1983-84	15,090,000	7,515
1984-85	14,050,000	5,454
1985-86	15,813.000	10,025*
1986-85	15,861,923	12,073*
1987-88	23,790,300	14,374*
1988-89	15,284,300	6,614
1989-90	23,200,000	8,370
1990-91	19,638,000	8,000 (Estimated)

* includes jobs created within the Challenge Program which was costshared with the Federal Government.

PROGRAM EXPENDITURES 1987 – 1988

Funds $19,349,397

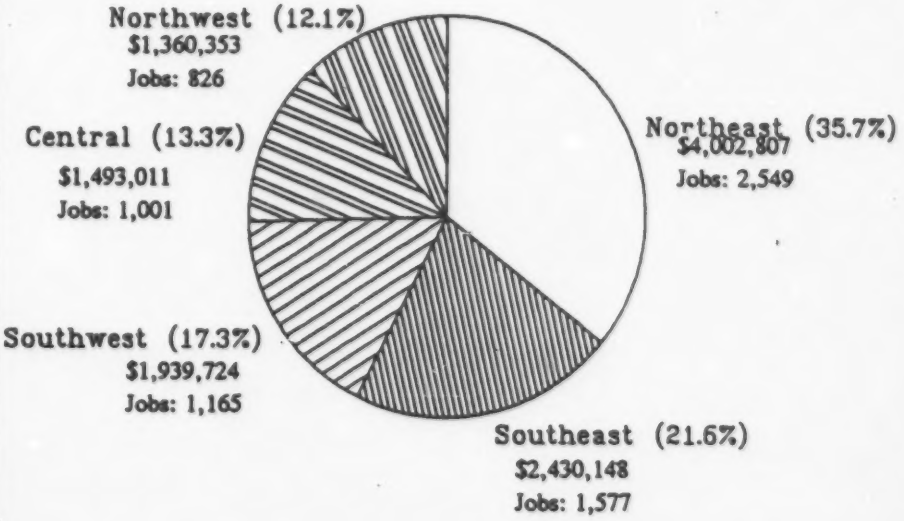
Jobs 11,937



PROGRAM EXPENDITURES 1988 – 1989

Funds $11,225,071

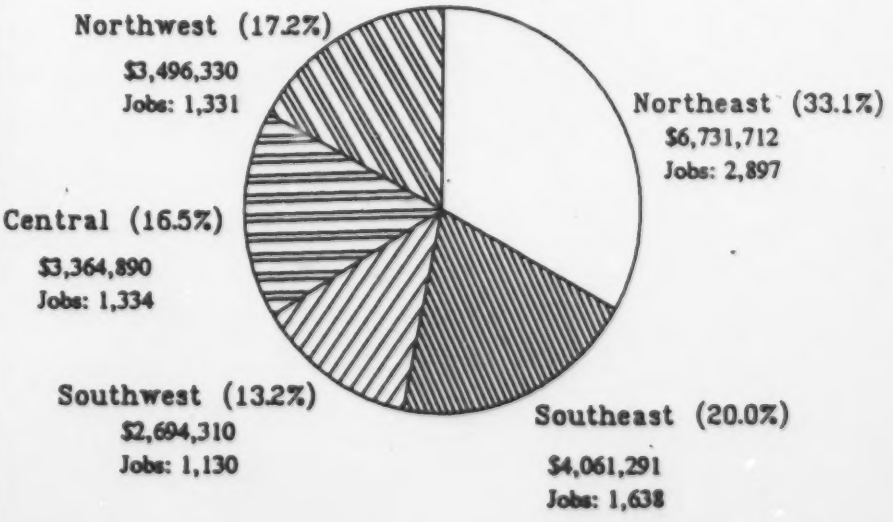
Jobs 6,146



PROGRAM EXPENDITURES 1989 – 1990

Funds $20,348,533

Jobs 8,330



Source: Programs Branch
13 December 1990

EMPLOYMENT PROGRAMS

CONTRACTS APPROVED BY INDUSTRY
* FREQUENCY RATES *

TYPE	YEAR	NE	SE	SW	C	NW	TOTALS
Agriculture & Related Services	89/90	25	6	10	2	13	56
	90/91	27	9	13		15	64
Fishing & Trapping Industries	89/90	3		4		1	8
	90/91		1	2			3
Logging & Forestry Industries	89/90	7	3	1		1	12
	90/91	7	2		1	2	12
Mining, Milling Quarrying & Oil Well	89/90	1		1			2
	90/91		1				1
Manufacturing Industries	89/90	69	66	17	35	29	216
	90/91	33	32	8	23	23	119
Construction Industries	89/90	35	21	11	8	5	80
	90/91	24	20	11	8	13	76
Transportation & Storage	89/90	8	6	1	4	2	21
	90/91	1	3		2	2	8
Communication & Other Utilities	89/90	1	2	1	3	1	8
	90/91	1	2			1	4
Whole Sale Trade Industries	89/90	13	17	2	6	3	41
	90/91	4	11	10	2	3	30
Retail Trade Industries	89/90	204	115	48	49	39	445
	90/91	119	81	33	33	50	316
Finance & Insurance Industries	89/90	6	6			2	14
	90/91	3	3			1	7
Real Est. & Insur. Agent Industries	89/90	8	6	8	1	1	24
	90/91	3	7	4	4	2	20
Business Service Industries	89/90	15	42	22	24	10	113
	90/91	26	40	12	18	7	103
Government Service Industries	89/90	3	2	2	2	1	10
	90/91	5	4	4	6	2	21
Health & Social Services Industries	89/90	35	26	17	15	20	113
	90/91	77	59	43	35	48	262
Accom, Food & Beverage Industries	89/90	70	39	18	13	18	158
	90/91	51	43	17	17	17	145
Educational Service Industries	89/90	8	1	6	2	2	19
	90/91	14	14	16	6	11	61
Other Service Industries	89/90	107	88	53	49	44	341
	90/91	187	139	72	75	92	565
TOTALS	89/90	618	446	222	213	192	1691
TOTALS	90/91	583	471	245	229	289	1817

* Frequency rates are occurrences of approved contracts by industry for years 89/90 and 90/91.

EMPLOYMENT PROGRAMS

JOBS CREATED BY OCCUPATIONAL GROUPS 1989/90

CLASSIFICATION	N.E	S.E	C.	S.W	N.W.	TYPE	TOTALS
ARTISTIC, LITERARY, PERFORMING ARTS	3	2	1	0	2	PUBLIC	8
	21	14	4	4	2	PRIVATE	45
						TTL	53
CLERICAL & RELATED OCCUPATIONS	189	129	63	45	46	PRIVATE	472
	287	204	300	160	140	PUBLIC	1091
						TTL	1563
CONSTRUCTION OCCUPATIONS	218	49	17	27	52	PRIVATE	363
	1170	497	471	416	520	PUBLIC	3074
						TTL	3437
FARMING, HORTICULTURAL & ANIMAL HUSBANDRY	13	8	1	6	5	PRIVATE	33
	1	1	8	5	1	PUBLIC	16
						TTL	49
FISHING, TRAPPING & RELATED OCCUPATIONS	0	0	0	2	0	PRIVATE	2
						TTL	2
FORESTRY & LOGGING OCCUAPTIONS	7	4	0	2	0	PRIVATE	13
	3	2	2	1	2	PUBLIC	10
						TTL	23
MACHINING & RELATED OCCUPATIONS	10	16	8	3	9	PRIVATE	46
						TTL	46
MANAGERIAL, ADMINISTRATIVE & RELATED OCCUPATIONS	34	27	20	24	10	PRIVATE	115
	44	37	53	26	23	PUBLIC	183
						TTL	298

JAN. 23 1991

JOBS CREATED BY OCCUPATIONAL GROUPS 1989/90

CLASSIFICATION	N.E	S.E	CL	S.W	N.W.	TYPE	TOTALS
MATERIAL-HANDLING & RELATED OCCUPATIONS	5	10	1	5	3	PRIVATE	24
						TTL	24
OCCUPATIONS IN MEDICINE & HEALTHCARE	162	126	72	90	160	PUBLIC	610
	4	9	1	4	4	PRIVATE	22
						TTL	632
OCCUPATIONS IN NATURAL SCIENCE	38	17	22	19	28	PUBLIC	124
	8	13	3	9	3	PRIVATE	36
						TTL	160
OCCUPATIONS IN RELIGION	1	0	0	0	0	PUBLIC	1
						TTL	1
OCCUPATIONS IN SOCIAL	11	15	26	6	14	PUBLIC	72
	8	12	6	4	4	PRIVATE	34
						TTL	106
OCCUPATIONS IN SPORT & RECREATION	47	55	19	45	25	PUBLIC	191
	2	4	10	3	4	PRIVATE	23
						TTL	214
OCCUPATIONS NOT ELSEWHERE CLASSIFIED	13	16	35	8	11	PUBLIC	83
	12	4	7	2	7	PRIVATE	32
						TTL	115
OTHER CRAFTS & EQUIPMENT OPERATORS	0	2	0	0	0	PUBLIC	2
	7	14	5	0	1	PRIVATE	27
						TTL	29
PROCESSING OCCUPATIONS	6	1	0	0	12	PUBLIC	19
PROCESSING OCCUPATIONS	44	21	3	9	22	PRIVATE	99
						TTL	118

JAN. 23 1991

JOBS CREATED BY OCCUPATIONAL GROUPS 1989/90

CLASSIFICATION	N.E	S.E	CL.	S.W	N.W.	TYPE	TOTALS
PRODUCT FABRICATING,	4	3	2	3	3	PUBLIC	15
ASSEMBLING	52	74	33	27	27	PRIVATE	213
						TTL	228
SALES OCCUPATIONS	1	0	0	0	0	PUBLIC	1
SALES OCCUPATIONS	80	49	11	23	12	PRIVATE	175
						TTL	176
SERVICE OCCUPATIONS	120	70	38	75	79	PUBLIC	382
SERVICE OCCUPATIONS	195	98	42	45	52	PRIVATE	432
						TTL	814
TEACHING & RELATED	8	7	8	9	4	PRIVATE	36
OCCUPATIONS	63	38	39	29	40	PUBLIC	209
						TTL	245
TRANSPORT EQUIPMENT	2	0	1	1	0	PUBLIC	4
OPERATION	11	15	4	0	3	PRIVATE	33
						TTL	37
TOTAL ALL PROGRAMS							8370

JAN. 23 1991

PROPOSED EMPLOYMENT PROGRAMS

	PARTNERS	ACCESS	ENTREPRENEUR	J.E.T.
Program:	Wage Subsidy Permanent employment	Wage Reimbursement Base Rate Wage Subsidy Work experience	Loan guarantee Self-employment	Wage Subsidy Summer employment
Primary Method of Allocation:	Client based	Client based	Client based	Client based
Secondary Method of Allocation:	Regional	Regional	Regional	Regional
Employer Eligibility:	Private Non-Profit Municipalities	Public Non-Profit Municipalities Private	Not applicable	Non-Profit Public Municipalities
Job Type:	Part-time Full-time Seasonal	Short-term	Full-time Seasonal (students)	Seasonal (summer)
Funding Level:	Up to 85% of hourly wage - top level	Up to 100% of hourly wage	$10,000 year round $3,000 students	100% of base rate as established yearly
Duration:	Full-Time: 26 weeks Part-time: 26 weeks Seasonal: 50% of duration up to 26 weeks	Up to 26 weeks	2-3 years 6 months	Summer (4 months)